

## Message Text

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ACTION EB-08

INFO OCT-01 EUR-12 ISO-00 IO-13 CAB-02 CIAE-00 COME-00

DODE-00 DOTE-00 INR-07 NSAE-00 FAA-00 PM-04 H-01

L-03 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06

AF-08 ARA-06 EA-07 NEA-10 OIC-02 /114 W

-----012142Z 017189 /44

R 011538Z APR 77

FM AMCONSUL MONTREAL

TO SECSTATE WASHDC 8803

C O N F I D E N T I A L SECTION 1 OF 2 MONTREAL 550

E. O. 11652: GDS

TAGS: PORG, EAIR, ICAO

SUBJ: ICAO: ANC CONSIDERATION OF REPORT OF AWOP VI (MICROWAVE  
LANDING SYSTEM)

REF: A. MONTREAL 425, B. MONTREAL 401

1. ANC WAS SCHEDULED TO RECEIVED AWOP REPORT BEFORE END OF THIS  
SESSION (APRIL 7). FOUR O'CLOCK MARCH 29 SECRETARIAT WORKING  
PAPER (ANWP 4660) WAS DISTRIBUTED IN PREPARATION FOR ANC  
DELIBERATIONS. PAPER WAS PREPARED IN ANB AND SUBMITTED BY  
BUREAU DIR. IT BLATANTLY SET ASIDE THE AWOP VI RECOMMENDATION  
(IN FAVOR OF US TRSB) AND PRESENTED AN INDEPENDENT SECRETARIAT  
RECOMMENDATION AS FOLLOWS: QUOTE: 3.4 UNDER NORMAL CIRCUMSTANCES  
THE SECRETARIAT PREFERS NOT TO ADVOCATE A COURSE OF ACTION  
DIFFERING SIGNIFICANTLY FROM THE RECOMMENDATIONS OF A PANEL OF  
EXPERTS. IN THE CASE OF AWOP/6, HOWEVER, THERE ARE COMPELLING  
REASONS FOR DOING SO; THE NARROWER THAN DESIRABLE MARGINS  
ATTENDING ITS DECISIONS, AND THE TONE OF THE DEBATE IN ITS FINAL  
SELECTION PROCESS, AS EVIDENCED BY THE NUMBER OF STATEMENTS  
CONTAINED IN THE REPORT, IS A CLEAR INDICATION THAT THE MATTER OF  
SELECTION OF A NGS HAS NOT YET REACHED THE HOPED FOR STATE OF  
MATURITY REQUIRED FOR A MEANINGFUL AND SATISFACTORY DECISION BY AN  
ICAO WORLD-WIDE MEETING. GIVEN THE DIVISIONS AMONG THE EXPERTS,  
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AND THE NATURE OF THE AWOP FINAL ASSESSMENT REPORT, IT WOULD BE  
UNREALISTIC TO EXPECT AN ALL WEATHER OPERATIONS DIVISIONAL MEETING  
TO ARRIVE AT JUSTIFIABLE AND LOGICAL CONCLUSIONS WITHOUT EMULATING  
THE SAD EXPERIENCE OF THE SPECIAL COM/OPS/RAC MEETING IN  
1959, WHICH SELECTED THE INTERNATIONAL SHORT-DISTANCE STANDARD RADIO  
NAVIGATION AID FOR CIVIL AVIATION UNDER SIMILAR CIRCUMSTANCES.  
IT IS GENERALLY CONCEDED AMONG THOSE WHO WERE ASSOCIATED WITH

THE SPECIAL COM/OPS/RAC MEETING THAT THE WRITING OF INTERNATIONAL STANDARDS FOR AERONAUTICAL RADIO NAVIGATION AIDS UNDER SUCH CIRCUMSTANCES COULD DISCREDIT ICAO, AND FOR THESE REASONS THE SECRETARIAT HAS SEEN FIT TO PROPOSE A DEPARTURE FROM THE RECOMMENDATIONS OF AWOP/6, IN AN EFFORT TO AVOID A REPETITION OF THE PREVIOUS EXPERIENCE.

QUOTE: 3.5 IN VIEW OF THE ABOVE SITUATION, OF THE FACT THAT THE PROPOSING STATES HAVE CONTRIBUTED SIGNIFICANTLY IN EXPEDITURES AND RESOURCES, AND OF THE FACT THAT THERE HAS BEEN NO STRONG PRESSURE OF AN INTERNATIONAL NATURE FROM CIVIL AVIATION SOURCES FOR EARLY IMPLEMENTATION OF AN NGS, THE SECRETARIAT BELIEVES THAT THE ICAO-APPROVED PROGRAMME FOR THE DEVELOPMENT OF SUCH A SYSTEM SHOULD BE TEMPORARILY INTERRUPTED IN AN ATTEMPT TO OBTAIN BETTER ACCORD, AND THAT THE STATES HAVING PROPOSED THE DMLS AND TRSB SIGNAL FORMATS BE URGED TO COLLABORATE WITH A VIEW TO THEIR SUBMITTING TO ICAO AN AGREED SINGLE JOINT PROPOSAL. THEY SHOULD BE REQUESTED TO REPORT BACK TO ICAO ON THEIR COLLABORATIVE EFFORTS WITHIN ONE YEAR, AND AT THAT TIME MORE INFORMED AND BETTER DECISIONS REGARDING THE INTERNATIONAL STANDARDIZATIONS OF AN NGS COULD BE MADE BY ICAO. UNQUOTE

2. THE RELEVANT RECOMMENDED ACTION APPEARING IN APPENDIX A READS AS FOLLOWS: QUOTE THE COUNCIL, NOTING THAT THIS RECOMMENDATION WAS DECIDED UPON BY THE PANEL BY A VOTE OF 6 TO 4, AND THAT THE TECHNICAL MARGINS INVOLVED IN THE CHOICE OF THE TRSB SIGNAL FORMAT WERE EXTREMELY CLOSE AND STRONGLY CONTESTED, AS INDICATED BY THE STATEMENTS AT PAGES 2-19 AND 2-23 OF THE REPORT AND THE DETAILS IN PART 6 OF THE AWOP TOTAL ASSESSMENT REPORT, REQUESTED THE SECRETARY GENERAL TO INVITE THE UNITED KINGDOM AND THE UNITED STATES TO CONFIDENTIAL

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CONTINUE TO WORK CLOSELY TOGETHER, CONDUCTING SUCH FURTHER DEVELOPMENT AND EVALUATION WORK AS THEY CONSIDER NECESSARY, WITH A VIEW TO PRESENTING TO ICAO, AT THE EARLIEST POSSIBLE DATE, A SINGLE JOINT PROPOSAL FOR THE SYSTEM TO BE STANDARDIZED INTERNATIONALLY. IF, WITHIN A PERIOD OF ONE YEAR THE STATES FIND THAT THEY ARE UNABLE TO RESPOND SUCCESSFULLY TO THIS REQUEST, THEY SHOULD SO REPORT TO ICAO. UNQUOTE

3. FOLLOWING US AND CANADA COMMISSIONERS' DISCUSSION OF WP, USREP WENT IMMEDIATELY TO PRES/COUNCIL WHO HAD NOT REPEAT NOT SEEN PAPER. HE STATED PAPER WAS WORST HE HAD SEEN IN 20 YEARS IN ICAO. HE PROMISED ACTION EARLY MORNING MARCH 30 AND SAID HE WOULD HAVE TAKEN ACTION UPON READING THE PAPER EVEN IF US HAD NOT POINTED IT OUT.

4. ON SOCIAL OCCASION EVENING OF MAR 29 USREP ADVISED AUSTRALIAN REP AND IATA ASST. DIR GEN RE ISSUANCE OF PAPER. THEY SHARED OUTRAGE AND INDIVIDUALLY TOOK ACTION EARLY FOLLOWING MORNING.

5. USREP ADVISED SOVIET COUNCIL MEMBER ASAP WHO WAS FURIOUS AND WENT IMMEDIATELY TO PRES/COUNCIL WITH REQUEST THAT PAPER NOT COME TO COMMISSION UNTIL APPROPRIATE ACTION COULD BE DECIDED UPON.

6. FOLLOW-UP ON ALL DISCUSSIONS PIECED TOGETHER FACT THAT PAPER WAS WRITTEN IN ANB, PROBABLY BY BELLRINGER, SENIOR ICAO CAREERIST RETIRING SOON (UK), COLLABORATING WITH LEGERE, SECRETARY TO PANEL, AND NEMEREVER, BUR DIR (US). PAPER WAS SUBJECT OF LONG CONSULTATIONS WITH SYG LAMBERT (FRANCE). WHEN PRES/COUNCIL CALLED THEM ON CARPET 8:00 A.M. MAR 30 THEY HAD NO PLAUSIBLE EXPLANATION EXCEPT TO SAY THAT THOUGHT THIS COURSE WAS "FOR THE GOOD OF THE ORGANIZATION." PRES/COUNCIL MADE FOLLOWING POINTS (A) SECRETARIAT CAN NOT REPEAT NOT DISREGARD OR CHANGE A PANEL DECISION; (B) PARA 3.4 REFERS TO 18 YEAR OLD 1959 US/UK VOR/DME-DECCA FIGHT WHICH WAS IN NO WAY COMPARABLE TO PRESENT SITUATION, RESULTED IN GOOD DECISION, AND WHICH WAS CREDIT TO CONFIDENTIAL

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ICAO; (C) 6/4 VOTE WAS A CLEAR DECISION BUT FIRST OVERALL VOTE OF 6/1 WAS EVEN CLEARER; (D) PROPOSED REC 2/2 -- ICAO HAS NO RIGHT TO ASK ANY TWO STATES TO GET TOGETHER BILATERALLY ON ANYTHING; (E) FURTHERMORE, TWO SYSTEMS ARE TECHNICALLY INCOMPATIBLE; (F) PARA 3.5 AND THE RECOMMENDATION TOTALLY DISREGARD THE OTHER CANDIDATE SYSTEMS (ESPECIALLY GERMANY).

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C O N F I D E N T I A L SECTION 2 OF 2 MONTREAL 550

7. BY NOON MAR 30 PRES/COUNCIL TOLD AUSTRALIAN REP THAT PAPER WOULD BE WITHDRAWN. HOWEVER LATER AFTERNOON PRES DISCUSSED WITH USREP VARIOUS "ALTERNATIVES" SUCH AS ISSUING A REVISED WP, A CORRIGENDUM, OR ASKING COMMISSION TO DISREGARD PARA 3.4 AND 5 AND THE PROPOSED RECOMMENDATION WHEN CONSIDERING WP. USREP SAID WE WANTED WP WITHDRAWN. HE THEN ASKED IF COMMISSIONER FROM US OR OTHER INTERESTED GOVERNMENT COULD PROPOSE THIS WHEN PAPER CAME BEFORE COMMISSION. USREP SAID WE HAD NO INTENTION OF DOING ANY SUCH THING -- THAT NO GOVERNMENT SHOULD BE ASKED TO PULL THE SECRETARIAT'S CHESTNUTS OUT OF THE FIRE--IT WAS BAD WP AND SHOULD BE WITHDRAWN BY SECRETARIAT. USREP SUGGESTED THAT SOMETIME AFTER WITHDRAWAL A COMPLETELY NEW WP COULD BE ISSUED, A BRIEF PAPER SIMPLY TRANSMITTING PANEL REPORT. WE DISCUSSED SCHEDULING AND AGREED THAT HOLDING THIS ITEM OVER TO FIRST WEEK OF MAY (OPENING OF NEXT SESSION) WOULD ENABLE COOLING OFF AND A FRESH APPROACH, BUT WOULD STILL BRING THE MATTER TO COUNCIL THE END OF MAY IN KEEPING WITH PRESENT SCHEDULING. AT END OF DISCUSSION PRES/COUNCIL SAID HE DREADED RETURNING TO OFFICE BECAUSE GERMAN REP WAS CALLING HIM AND IT WAS OBVIOUS WHAT HE WANTED TO TALK ABOUT.

8. AT END OF COMMISSION MEETING EVENING MAR 30 IT WAS ANNOUNCED UNDER OTHER BUSINESS THAT AWOP VI REPORT WOULD BE CARRIED OVER TO OPENING OF NEXT SESSION IN MAY. IN COMMISSION MORNING  
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MAR 31 PRES/COMM (FRG) ANNOUNCED THAT ANWP 4660 HAD BEEN WITHDRAWN AND A FRESH WP WOULD BE SUBMITTED AT A LATER DATE.  
HARPER

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## Message Attributes

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